



Report to
Scrutiny Board 3

7 October 2009

Report of
Director of City Services and Development

Title
PrimeLines – Report on Outcomes

1 Purpose of the Report

- 1.1 The purpose of the report is to show evidence of the success of the PrimeLines project by providing details of the outcomes and benefits that have been achieved during its life. Scrutiny Board 3 also asked for information of the reallocation of road space towards buses.
- 1.2 The four PrimeLines corridors were implemented in the following Wards: Foleshill, Longford, St Michaels, Lower Stoke, Upper Stoke, Wyken, Henley, Cheylesmore, Binley & Willenhall, Earlsdon, Whoberley, Westwood and Wainbody.

2 Recommendations

The Scrutiny Board 3 is asked to:

- 2.1 Note the contents of the report.
- 2.2 Endorse the success of PrimeLines in providing the outcomes as originally proposed in 2004.
- 2.3 Note the principles under which reallocation of road space has been undertaken and support the reallocation of road space to public transport as appropriate.

3 Information/Background

- 3.1 The origin of PrimeLines from its inception in 2001 to approval at Full Council in March 2003 is explained in Appendix A.
- 3.2 At that meeting the Full Council endorsed the new Local Transport Plan (2003) together with a 'major scheme' bid for the Coventry Quality Bus network. In the Department for Transport's settlement letter of December 2003 it was announced that the City had been successful in securing an allocation of £28.48m towards the cost of

the scheme. The Government made it clear that delivery of the project on time and meeting its objectives was paramount

- 3.3 In March 2004 Cabinet approved the implementation programme for the PrimeLines project. It was acknowledged that this project was only going to be delivered successfully with the full collaboration of Centro and National Express Coventry. To that end a Concordat was signed by the three parties, which set out the aspirations of the partnership.
- 3.4 The initial scheme is now complete. However, further extensions also called 'PrimeLines' are being built using additional funding that has successfully been bid for. The proposed and delivered outputs and outcomes can be found in Section 4.

4 Outcomes

- 4.1 The submission to the DfT, identified both outputs, e.g. the number of new bus stops and outcomes e.g. the number of people travelling by bus. The proposed and delivered outputs can be found in Appendix B. There are still some remaining outputs yet to be implemented and these are tied in with the communication element of the UTMC/WAN projects. Although it is important to demonstrate delivery of outputs to the DfT and Audit Commission, it is more important that we deliver the outcomes.
- 4.2 The anticipated outcomes were::
- Bus usage would increase by 25% on each corridor
 - Bus usage across the network would increase by 10% by 2011
 - Public transport modal split to the City Centre would increase to 30% across the day
 - There would be a significant increase in satisfaction levels of bus passengers from - 22% to +15% by 2011
 - Personal security incidents associated with bus travel would reduce by 10%
- 4.3 Although we are only approximately one year into the completion of the project we have seen the following:-
- There have been increases in the total number of passengers boarding/alighting at all stops along the routes between 2003 and 2008. The Partnership will be carrying out additional surveys to see how this translates into bus trips.
 - The bi-annual Cordon Counts have shown that since 2003, against a background of declining bus use across the West Midlands and nationally, there has been a gradual increase in bus usage up to 2007, returning to levels seen in 2001. Since 2003 the rise in bus usage is 6.6% and is still increasing..
 - It was predicted that the Public transport modal split to the City Centre would increase to 30% across the day by 2011; the Cordon Count for 2008 indicates that the figure stands at 26.8%.
 - The levels of satisfaction have risen to the point that more people are now satisfied than dissatisfied which is a major change in customer attitude to the bus service.

In support of our information the Coventry Partnership Household Survey has shown an increase in satisfaction with bus services in the city rising from 53% in 2003 to 67% in 2007, with satisfaction in the punctuality of the bus service rising from 42% to 59%.

Additionally, the recent Coventry 'Place' survey undertaken for the Council has revealed high levels of public satisfaction with both bus services and public transport information. Levels of satisfaction have increased in recent years.

One of the National Key Performance Indicators which the Council is required to monitor is one that deals with satisfaction with local bus provision. The data is showing that the percentage of those satisfied with local bus services has risen from 55% in 2006 to 63% in 2008. This should be compared to the West Midlands and England value for 2008 of 55%.

- 4.4 In conclusion the project has delivered the majority of the proposed outputs, but more importantly the outputs that have been completed are contributing to the delivery of the agreed outcomes. Overall the impact of the scheme has been beneficial to the bus users on these key corridors. It should be borne in mind that removal of all or some of the features which could be detrimental to the delivering the outcomes, could result in the DfT scrutinising the scheme and ultimately imposing a penalty

5 PrimeLines Consultation

- 5.1 The PrimeLines team recognised that it's proposals and the works to implement them were generally within 20m of people's front doors and hence communicating with residents and traders was an essential part of both the planning and implementation of the projects. We believe that members of the public have many good ideas based on their local knowledge and the design teams need to benefit from that wealth of experience.
- 5.2 In most areas by the time a project had been fully constructed the PrimeLines team would have produced four or five newsletters and project updates to all the affected parties and would have held at least one local consultation event in addition to attending local area meetings and other relevant meetings. All of the details of the project and the consultation material and detailed plans are available on the PrimeLines section of the Council web site. Notwithstanding the level of consultation we undertake it is recognised that we will never be able to satisfy every resident and from time to time we will receive petitions and other forms of objections.
- 5.3 Every effort was made to reduce or remove any objections by discussing options with the objectors. Only as a last resort was it necessary to seek a resolution through the political process. In some cases Ward Councillors and residents have commented favourably on the amount of information provided by the PrimeLines team.
- 5.4 In terms of people consulted we have involved over 20,000 households. Over the four years of the programme and only received 14 petitions. Everyone who has commented on the scheme has received a response outlining the purpose of the works and at this time only one objection is still unresolved.

6 Road Space Allocation

- 6.1 Two questions that have arisen during the delivery of the PrimeLines project which to generate the most comments, concern the reallocation of road space from general traffic to bus lanes, and the need to have twenty-four hour bus lanes.

- 6.2 In answer to the latter, Appendix C contains a briefing note on the question of operating time for bus lanes. This was prepared in response to a query raised previously at Council.
- 6.3 In the case of the former very little of the new bus lane was created by the loss of a vehicle lane. In most cases, the additional road space was created from verges (Ansty Road), central reservations (Binley Road), and by using hatched areas (Hearsall Common) or by narrowing wide traffic lanes (Sir Henry Parkes Road). It should be noted that bus lanes are also accessible for cyclists, taxis, private hire and emergency vehicles.
- 6.4 Of the 29 km of PrimeLines corridors, 13 km have had substantial improvements carried out. Some 5,300 metres of new bus lane has been created, of which (14%) has been reallocated from general traffic. These are located on Herald Avenue/ A45/ Tile Hill Lane junction and Foleshill Road/ Old Church Road (the outbound section).
- 6.5 Every care has been taken to ensure that only that road space that is necessary and that provides benefit to the bus is utilised. For example, where there has been significant 'protest' against the reallocation, it has been possible to compromise and providing the benefits can be achieved another way, every effort has been made to come up with alternatives. This was the case for Ansty Road, where we had intended to install, inbound and outbound bus lanes on the dual carriageway, this was dropped and replaced with the Red Route.
- 6.6 It should be noted that on Foleshill Road the pre-existing 12 hour bus lane was removed to provide on-street parking to support the local businesses between Edmund Road and Eagle Street by. Bus priority was, however, still retained.
- 6.7 It should be borne in mind that a section of the bus lane on Tile Hill Lane was introduced to remove a rat run after a request was received from the residents, with a petition in support.
- 6.8 Every effort has been made to implement a balanced scheme, which provides benefits to the bus passenger, whilst neutral to the other road users. In many cases cyclist, taxis pedestrians and emergency services have benefited from the measures.

7 Lessons Learnt

7.1 Consultation

Following early consultation events, the consultation/information process has continually been reviewed by the Transport Delivery Unit and has evolved and improved. This is mainly centred on Ward Councillor briefing sessions at an early stage, which helps provide an introduction to some of the 'local issues and provides an opportunity to discuss the objectives of the scheme at an early stage.

7.2 Road Space Allocation

In deciding any reallocation of road space the scheme will continue to ensure that an appropriate balance is made in supporting public transport and any possible disbenefit to general traffic.

7.3 Marketing

One of the main failings of the PrimeLines process has been the marketing of the scheme to show what the benefits will be and the benefits that have been achieved. To that end the current PrimeLines Programme was put forward and succeeded in winning an award presented by the ICE (West Midlands) for Partnership working. In addition PrimeLines has been successful in attracting some very positive media attention, including Coventry Evening Telegraph, Midlands Today as well as more public transport orientated journals within the industry.

To promote the schemes there will be further Personalised Travel Planning (PTP) schemes such as carried out in Earlsdon in 2008 and currently underway around Walsgrave. This is already built into future bus showcase schemes.

8 Other specific implications

8.1

	Implications (See below)	No Implications
Best Value	✓	✓
Children and Young People		✓
Climate Change & Sustainable Development	✓	
Comparable Benchmark Data		✓
Corporate Parenting		✓
Coventry Sustainable Community Strategy	✓	
Crime and Disorder		✓
Equal Opportunities		✓
Finance		✓
Health and Safety		✓
Human Resources		✓
Human Rights Act		✓
Impact on Partner Organisations	✓	
Information and Communications Technology		✓
Legal Implications		✓
Neighbourhood Management		✓
Property Implications		✓
Race Equality Scheme		✓
Risk Management		✓
Trade Union Consultation		✓
Voluntary Sector – The Coventry Compact		✓

9 Best Value

In preparing the bid to Government a detailed economic, financial and environmental assessment of the scheme had to be undertaken. Government subjected these assessments to detailed audit before the funding was released.

The assessments identified a general improvement in environmental conditions as increased bus usage reduced vehicle emissions. Accident savings amounted to a reduction of 120 accidents over the 30-year period of the assessment.

10 Climate Change & Sustainable Development

The Bus Showcase/PrimeLines Bus project seeks to improve public transport to key destinations in a manner, which reduces congestion and provides better accessibility for all people. The proposal will improve the quality and reliability of the existing bus routes, thereby helping to make public transport more attractive. Improvements to public transport will therefore provide a sustainable alternative to the private car.

11 Coventry Sustainable Community Strategy

The project impacts on: -

- | | |
|--------------------------|--|
| 7. Transport | • The quality of Coventry's local public transport services will have further improved and people will be more likely to travel in ways that are less damaging to the environment. |
| 7a Long-term outcomes | |
| 7b Short-term priorities | • Reduce car use and encourage people to travel by public transport, on foot and by bicycle, particularly during peak periods |
| | • Improve perceptions about the safety of travelling by public transport, by bicycle or on foot and maintain the city's low rates of road traffic accidents. |

12 Impact on Partner Organisations

The project was delivered through close collaboration with the main bus operators, Centro and Coventry City Council. This has been facilitated by a voluntary partnership, The Coventry Public Transport Concordat. Further work is being undertaken within the partnership to introduce a Statutory Quality Partnership. This would then ensure that all buses operating in the city would adhere to a defined standard and this would be matched with improved infrastructure on all of the bus routes. Hence every bus operating in the city would be to a common standard of low floor access, trained drivers, and Global Positioning System equipment.

The bus operators and the passengers have benefitted from the introduction of these measures.

13 Monitoring

The scheme will continue to be monitored as part of the usual processes already in place.

14 Timescale and expected outcomes

None

	Yes	No
Key Decision		√
Scrutiny Consideration (if yes, which Scrutiny meeting and date)	√ Scrutiny Board 3 18 October 2009	
Council Consideration (if yes, date of Council meeting)		√

List of background papers

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Papers open to Public Inspection

Description of paper

Location

Origins of PrimeLines

PrimeLines evolved out of the comprehensive Coventry Area Network Study (CANS) commissioned by Centro, Warwickshire County Council and Coventry City Council in June 2001. The terms of reference for CANS came from the West Midlands and Warwickshire LTPs and Centro's 20-year Strategy, in which corridors of growth across local authority boundaries in the Coventry area were identified. The CANS study in turn built upon the findings of a number of previous studies, including:

- Coventry Bus Showcase User Research (May 1999);
- Coventry People Mover Study (April 1998);
- Review of Coventry Integrated Transport Study (June 1997);
- Midland Metro Coventry Study (September 1991); and
- Coventry Integrated Transport Study (September 1990).

All these studies indicated the importance of bus-based solutions, integrated with comprehensive highway management, to meet Coventry's transport needs.

The CANS Final Report was submitted in January 2002. Key conclusions from the study were:

1. a comprehensive improvement of bus services across the study area should be implemented as soon as possible;
2. light rail schemes are worth investigating for inter-urban corridors but are not likely to be developed over the next ten years;
3. the up-grading of bus services should be taken forward through a network-wide 'Showcase' approach;

These conclusions were fully compatible with the Coventry Development Plan, adopted by the City Council on 9 December 2001.

The Coventry Area Network Study [Cans Final Report Jan 2002] considered two alternative strategies: The Light Rapid Transport [LRT] Strategy and the Improved Bus Strategy. The study concluded that whilst the LRT Strategy had the greater potential for affecting a significant shift in mode choice from car to public transport for journeys to and from the city-centre, the network was not as accessible as the Improved Bus Strategy and thus achieved lower overall modal shift. On a city-wide basis the Improved Bus Strategy produced greater travel time benefits, especially in socially excluded areas. The financial and economic appraisal showed that the Improved Bus option performed far better than the LRT option.

CANS recommend that across the whole city a network of 15 corridors would benefit from the development of showcase treatment. Over all areas of Coventry and in the important North-South corridor serving the surrounding areas of Warwickshire, the Improved Bus Strategy showed that the benefits of improved services could be spread more widely than the LRT option.

In order to address the problems and objectives highlighted in the studies it was necessary to implement a strategy to deliver the change. In essence an efficient and effective, sustainable transport system is fundamental to provide a significant contribution to the transport system in terms of economic viability and transport choice. A Scheme was seen as an important element of the West Midland LTP (submitted in July 2003); indeed the West Midland Authorities identified the Coventry Quality Network as the number one priority.

The new West Midlands Local Transport Plan (LTP) was produced in July 2003. The objectives contained within the plan support the national transport objectives and the Regional objectives.

The West Midlands LTP objectives are:

- to ensure that the transport system underpins the economic revitalisation of the West Midlands Metropolitan area;
- to ensure that transport contributes towards social inclusion by increasing accessibility for everyone;
- to move towards a more sustainable pattern of development and growth;
- to improve safety and health for all,
- to integrate all forms of transport with each other, with other land-users and with other policies and priorities.

In putting together the Coventry Quality Network (branded Primelines) it was essential that it followed the aims and objectives of Government policies embodied in the Road Traffic Reduction Act 1997, PPG 13 (Transport), draft Regional Guidance and the White Paper 'A New Deal for Transport – Better for Everyone' 1998.

The success of the bid to DfT clearly shows that PrimeLines was based upon a thorough and well-founded process of investigation and development.

PRIMELINES OUTPUTS

Corridor	Total Bus - priority lanes projected (m)	Total Bus - priority lanes built (m)	Additional Bus priority work	Parking bays projected	Parking bays built	Pedestrian Crossing Facilities projected	Pedestrian Crossing Facilities built
Foleshill Rd	1,660	2597		4	71	7	8
Ansty Rd	3,980	442	4,504	125	320	18	18
Willenhall	2,570	693		100	56	8	2
University	3,170	1,580	450	50	60	12	14
Totals	11,380	5,312	4,954	279	507	45	44

	Projected	Implemented
Bus Bypasses	19	13
RTI - 3 Line Displays	37	70
Bus Flag RTI Displays	170	19
SMS Virtual Stop Information	500	0
CCTV – Enforcement & Security Cameras	40	0
		35 scheduled
SVD (Bus Traffic Light Priority)	60	80
		80 scheduled
Traffic Signals/Roundabouts	2	5

The design of the scheme has achieved higher levels of compliance than had historically been the case and hence less enforcement infrastructure is required.

IN ADDITION

Others: Longfellow Road Bus Stop

UTMC

WAN

Sir Henry Parkes Road - Widening of the A45 by 2m for approximately 150m southbound to create longer right turn lane to aid capacity at entry to roundabout

Arbury Avenue: works combined with Regeneration Scheme, Community Scheme and access to Tesco Bus Hub

Landscaping: 20 trees removed 150 planted; 200m verge reinstated
Working with CSD on an innovative approach to verge maintenance by use of artificial turf in constrained sites

Combined works: Ansty Road resurfacing with CSD (part)
Whitley Interchange resurfacing
Butts Development Highway Works & resurfacing with CSD

7.	<p>QUESTION SUBMITTED BY: Councillor Maton TO BE ANSWERED BY: Councillor Noonan</p>
<p>TEXT OF QUESTION: Does the Cabinet member agree with the view of Council Officers that “It is best to keep the bus lanes effective for 24 hours 7 days a week to avoiding confusion for the motorist”? Would he agree that there are many parts of the City where it would be advantageous in reducing congestion and improving public safety if bus lanes were only operational at times when the public transport need justifies them operating?</p>	

Officers consider the suitability of operating times, and refer to the guidance in the Bus Showcase handbook and **Local Transport Note 1/97 (DETR) Keeping Buses Moving** on appropriate operating times. The Bus Showcase Handbook has been adopted across the 7 districts and reflects the guidance and recommendations in LTN 1/97. The idea is to create some standards in operation to avoid confusion and ease enforcement.

The Handbook recommends

- 24 hour - 7 days a week
- 12 hour – 6 days week 7am –7pm to allow residential parking where no off-street or alternative facilities exist.

Or

- Peak periods – 5 days a week on either or both 7am –10am and /or 4pm – 7pm to allow parking/loading for commercial operations only where no alternatives exist.

The ‘*at all times*’ operation is popular with bus operators as it protects the bus lanes at all times, they are easily understood, tend to be more self enforcing and make a clear statement in terms of bus priority. If it is accepted that bus lanes are necessary during the peak period(s) then it follows that the general traffic flow should also be able to cope with the bus lane at other times of the day. There is therefore little reason on traffic flow grounds not to have the *at all times* operational hours.

The 7am to 7pm option would be used where it was necessary to consider residents parking and where kerbside space could be restricted during these longer hours of operation.

The morning and evening peak periods option would be considered only where it is necessary to have the use of the kerbside space for long periods during the day for loading etc.

Local Transport Note 1/97 (DETR) (Department of the Environment Transport & Region) Keeping Buses Moving actually recommends that withflow bus lanes **should be provided all day** unless other requirements, e.g. loading, preclude it. It goes on to say that **all-day** bus lanes are **easier** for motorists **to understand** and so are **less likely to be violated**.

Bus Lanes that operate outside of the peak times also ensures that reliability is retained throughout the day to provide reliable bus services relevant to their passengers’ needs. Commercial bus services have to follow a set route and timetable. Bus lanes and other bus priority measures go some way towards enabling buses to have predictable journey times. Other vehicles have the advantage that the driver can choose different routes at different times when confronted by congestion. Significant additional traffic in bus lanes could add to the delays normally experienced by local bus services, negating the effect of investment made by the Council in bus priority measures to improve the attractiveness of local bus services.